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Report of the Secretary-General on Chad and the Central African Republic

I. Introduction

1. In my report of 23 February 2007 on Chad and the Central African Republic (S/2007/97), submitted pursuant to paragraphs 9 (d) and 13 of Security Council resolution 1706 (2006), I submitted proposals with regard to the possible mandate, structure and concept of operations of a multidimensional United Nations presence in eastern Chad and the north-eastern Central African Republic. The report envisaged the deployment of a United Nations mission comprising international military and police elements, as well as civil affairs, human rights and other civilian components.

2. Those recommendations were made with a view to addressing instability along the borders between the Sudan, Chad and the Central African Republic and the threat posed to the safety of civilian populations, including, in particular, refugees and internally displaced persons, as well as the conduct of humanitarian activities in the area.

3. In Chad, the aim of those proposals was for the United Nations to contribute to the improvement of the security situation by supporting national law enforcement activities in 12 major refugee camps in eastern Chad and internally displaced person sites in the vicinity of key towns in the eastern part of the country.

4. The proposals called for a Chadian and United Nations police presence to be complemented by the deployment of a mobile and well-equipped military force, which would be capable of taking robust action to protect civilians at risk, deter conflict, facilitate the delivery of humanitarian assistance, reduce tension and contribute to the establishment of a more secure environment in its area of operation. The force would also provide wide-area security, which is a prerequisite for the deployment of a police presence.

5. Although the Chadian authorities agreed, in principle, to the deployment of a multidimensional United Nations presence to eastern Chad, President Déby and his Government expressed concerns relating to the military component of the proposed United Nations mission.

6. On 23 March, the Security Council held informal discussions with the Chadian Minister for External Relations, Ahmad Allam-Mi, who presented an alternative model for an international presence. The Chadian proposal was significantly

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different from the options recommended in my report of 23 February (S/2007/97) and did not include a United Nations military component. Nevertheless, during his discussion with the Council, Mr. Allam-Mi stressed that the Chadian Government's position was not "final" and that it remained open to discussions.

7. I therefore dispatched a United Nations delegation, led by the Department of Peacekeeping Operations, to Chad and the Central African Republic, in order to consult with the authorities of both countries, clarify the options contained in S/2007/97 and consult with relevant stakeholders on the ground.

8. In addition to providing a brief update on relevant developments in Chad and the Central African Republic, the present report summarizes the activities of the United Nations delegation and describes a revised concept for a United Nations mission in eastern Chad and the north-eastern Central African Republic.

II. Update on recent developments

A. Chad

9. Since the issuance of my last report (S/2007/97), there have been some positive developments in Chad and in the region. On 8 February 2007 the Government of Chad initiated the inter-Chadian dialogue with members of the political opposition. Although no definitive conclusions have been reached to date, a number of areas of agreement were identified, including with regard to the electoral law, the status of the national electoral commission, the conduct of a national and electoral census and civil and political rights. The armed opposition groups did not join the dialogue, reportedly objecting to the Government's insistence that they disarm and confirm their recognition of the authority of President Déby and his Government in order to participate.

10. On 4 March 2007 a new Government was appointed under the leadership of Prime Minister Nouradine Delwa Kassiré Koumakoyé, a political opposition figure. In another conciliatory move, Mahamat Nour, the former leader of the Front uni pour le changement, who signed a peace agreement with President Déby on 24 December 2004, was appointed Minister of Defence.

11. At the regional level, representatives of Chad, Eritrea, the Libyan Arab Jamahiriya and the Sudan met in Khartoum on 1 and 2 May to follow up on the four-party peace summit that was convened in the Libyan Arab Jamahiriya on 21 February 2007 under the auspices of the Community of Sahelo-Saharan States (CEN-SAD). At the meeting in May participants agreed to deploy eight observers to 10 locations on both sides of the Chad-Sudan border, with protection for each team provided by Chadian and Sudanese forces. The implementation of these security arrangements had not been confirmed at the time of the writing of the present report.

12. On 3 May a separate agreement to strengthen and develop relations between Chad and the Sudan was signed in Riyadh, under the auspices of King Abdullah Bin Abdulaziz Al Saud of Saudi Arabia. Subsequently, the Government of Chad reportedly directed Sudanese rebel groups to leave Chadian territory.

13. With regard to the security situation, the Government lifted the state of emergency on 26 May 2007. Since the issuance of S/2007/97, clashes between

Government troops and rebel forces have been occurring only sporadically. The main cause of insecurity for civilian populations is now widespread criminality and banditry and an associated breakdown in law and order.

14. That insecurity continues to have a direct impact on humanitarian assistance efforts. While the number of Sudanese refugees in eastern Chad has stabilized at about 236,000, related to a reduction in large-scale attacks on Sudanese civilians near the border with Chad, the number of internally displaced persons continues to rise, as a result of ongoing insecurity within Chad, and is now in excess of 170,000 — an increase of nearly 80,000 since December 2006. This has severely strained local coping mechanisms and limited the movement of humanitarian organizations, impeding their ability to deliver assistance.

15. In the meantime, the Government of Chad has not identified suitable alternative sites for refugee camps close to the Sudanese border, particularly Oure Cassoni and Am Nabak camps, which Sudanese rebel groups have been using for recruiting and other purposes. Efforts to find sustainable sites should continue, since doing so would make it easier to preserve their civilian and humanitarian character while also removing potential flashpoints in the border area.

B. Central African Republic

16. Since the issuance of my last report, President Bozizé has continued to express his support for inclusive political dialogue; he has also indicated that improved security is a precondition for such an initiative. Meanwhile, following the meeting of 2 February between President Bozizé and rebel groups in Sirte, Libyan Arab Jamahiriya, the Government and the rebel group Union des forces démocratiques pour le rassemblement (UFDR) engaged in direct talks during February and March, which eventually led to a peace agreement on 13 April.

17. Before that agreement was reached, however, UFDR forces attacked Birao on 3 and 4 March, causing the temporary withdrawal of the Armed Forces of the Central African Republic (FACA) from the town and forcing most of the 14,000 inhabitants to flee. According to reports from the humanitarian community, over 700 houses were burned, many of them intentionally.

18. FACA subsequently forced UFDR out of Birao, with support from French forces and the subregional Multinational Force (FOMUC) of the Central African Economic and Monetary Community. French forces have since deployed a company to Birao to strengthen the two FACA infantry companies stationed there, and this "security bubble" has facilitated the return of most of those who fled.

19. The north-eastern Central African Republic, where there are currently 30,000 internally displaced persons, has also been destabilized by events originating in Darfur. Towards the end of May, an influx of 2,500 Sudanese refugees from the village of Daffak, South Darfur, sought refuge in the Central African town of Sam Oudandja. The refugees were reported to have suffered heavy casualties as they fled an attack by armed men, whom they described as Janjaweed and who were allegedly supported by Sudanese military aircraft.

20. The security situation in the north-western Central African Republic, where 180,000 people are internally displaced, also continues to be a cause for serious concern. This was underscored by the tragic killing on 11 June 2007 of a staff

member of the international humanitarian organization Médecins sans frontières by the members of the rebel group Armée populaire pour la restauration de la démocratie.

III. United Nations delegation to Chad and the Central African Republic: summary of activities

21. The United Nations delegation visited Chad and the Central African Republic from 21 May to 25 June 2007. In N'Djamena it held consultations with the Chadian authorities, the diplomatic community, the United Nations country team, humanitarian organizations and the African Union. Consultations were also held with Chadian authorities and humanitarian workers in Abéché and Goz Beida, in eastern Chad.

22. From 18 to 21 June, the United Nations delegation undertook a visit to the Central African Republic and held discussions in Bangui with President Bozizé and other Government representatives, the diplomatic community, the United Nations Peacebuilding Support Office in the Central African Republic (BONUCA), the United Nations country team and FOMUC. The delegation also visited Birao.

23. During the delegation's visit to Chad, Government representatives expressed a desire for the prompt deployment of a civilian United Nations mission, as a first step towards addressing urgent security concerns, particularly with respect to the refugee camps in eastern Chad. They also indicated that a United Nations military presence was not favoured by the Chadian Government, although it could eventually be discussed as a second phase of a United Nations deployment.

24. It should be recalled, however, that the two technical assessments previously conducted by the United Nations in Chad confirmed that a police presence could function only in combination with a complementary military presence, which would contribute to the protection of civilians and establish the wide-area security required for police activities to be carried out effectively.

25. Meanwhile, on 10 June, President Déby met with the Minister for Foreign Affairs of France, Bernard Kouchner, to discuss the situation in eastern Chad. The United Nations delegation was subsequently informed by the Minister for External Relations of Chad that following discussions with Mr. Kouchner the President had agreed, in principle, to the deployment of an international military presence in eastern Chad composed of French and other European Union forces.

26. That proposal was further discussed on 25 June at the expanded Contact Group meeting in Paris, which took note of President Déby's acceptance, in principle, of the deployment of an international presence to eastern Chad. Subsequently, on 23 July, the European Union Council of Ministers also welcomed the proposal, noting its support for the deployment of a United Nations multidimensional presence in eastern Chad and the north-eastern Central African Republic. The Council of Ministers further asked its competent bodies to continue planning with a view to a possible decision on a bridging operation, in the framework of the European Security and Defence Policy.

27. Meanwhile, the head of the United Nations delegation met with President Bozizé, who reiterated his appeal for a strong international commitment in support

of the efforts of the Central African Republic to bring peace and stability to the country. He also confirmed his request for a peacekeeping presence to be deployed in the north-eastern part of the country, in order to secure the tri-border area in conjunction with FACA, and underlined that insecurity in Vakaga prefecture was directly linked to the conflict in Darfur.

28. On the basis of the foregoing, and as a result of subsequent consultations with the European Union and the French Government, the United Nations has developed a revised concept for a multidimensional international presence in eastern Chad and the north-eastern Central African Republic.

IV. Multidimensional United Nations presence in eastern Chad and the north-eastern Central African Republic

A. Revised concept

29. The revised concept includes three significant adjustments to the proposals made in my report of 23 February. First, the tasks and functions of the military component, which are required for the effective functioning of the international presence, would be performed by a European Union military force that has been accepted by President Déby. This arrangement would be in place for a period of 12 months from the time of the deployment of the force, subsequent to which an appropriate follow-on arrangement, including a possible United Nations successor operation, would be put in place.

30. Follow-on arrangements would be determined on the basis of a joint assessment of requirements by the United Nations and the European Union, and would be undertaken six months after the deployment of the European Union and United Nations components of the multidimensional international presence described below. In this respect, it will be essential to secure the early consent of the Chadian Government to the deployment of a possible follow-on force. A capable and appropriately configured military component would play a fundamental role in efforts to improve security and is a requirement for the deployment and effective functioning of an international police presence.

31. In a second major adjustment to the proposals made in my last report, there would be no direct involvement of the multidimensional international presence in the border area.

32. In a third adjustment to my initial proposal, Chadian police and gendarmes selected to maintain law and order in the refugee camps and internally displaced person sites would continue to serve under national authority. However, they would be trained, monitored and mentored by the United Nations police component and provided with direct logistical support from the United Nations.

33. One of the distinguishing features of this new concept is that it calls for the deployment of an operation, authorized by the United Nations, with three distinct elements. The first is a multidimensional United Nations presence comprising civilian staff, including in the areas of civil affairs, human rights, rule of law and mission support, as well as United Nations police and a number of United Nations military liaison officers.

34. The second element is a Chadian police component, made up of police officers and gendarmes who would be screened, selected, trained and supported logistically and materially by the United Nations presence. This special Chadian police contingent would be established exclusively to maintain law and order in the refugee camps, key towns and surrounding areas associated with concentrations of internally displaced persons and humanitarian activities in the eastern part of Chad.

35. The third and final element would be the European Union military force, which has been accepted in principle by President Déby and which would, inter alia, assist in protecting civilians at risk, including internally displaced persons and refugees, within its capabilities, and facilitate the provision of humanitarian assistance. This force would also provide the wide-area security that is a prerequisite for the deployment of a police presence.

B. Mandate

36. The principal objective of the multidimensional international presence authorized by the United Nations would be to contribute to the protection of refugees, internally displaced persons and civilian populations at risk in eastern Chad and the north-eastern Central African Republic. In doing so it would work in coordination with the United Nations country team to carry out the following tasks in the areas of security, the protection of civilians, human rights and the rule of law:

Security and protection of civilians

(a) Assist in protecting civilians at risk, including refugees and internally displaced persons, within the capabilities of the United Nations-mandated operation and in its areas of deployment;

(b) Select, train, advise and provide support to special Chadian law enforcement elements, which would be dedicated exclusively to maintaining law and order in the refugee camps, internally displaced person sites and key towns in the surrounding areas and assisting in securing humanitarian activities in eastern Chad;

(c) Liaise with the national army, the gendarmerie, the police force, judicial authorities and prison officials in Chad and the Central African Republic to contribute to the creation of a more secure environment in eastern Chad and the north-eastern Central African Republic;

(d) Facilitate the provision and free movement of humanitarian assistance by contributing to an improvement in security within the area of operations;

(e) Liaise with the Government of Chad and the Office of the United Nations High Commissioner for Human Rights (UNHCR) in support of their efforts to relocate refugee camps in close proximity to the border, including with regard to the provision of logistical support for the relocation of such camps;

(f) Take all necessary measures to protect United Nations personnel, facilities, installations and equipment and ensure the security and freedom of movement of its personnel;

(g) Liaise closely with the Government of the Sudan, the African Union, the African Union Mission in the Sudan (AMIS), the African Union/United Nations

hybrid operation, BONUCA and CEN-SAD to exchange information on emerging threats to humanitarian activities in the region;

(h) Promote, in close cooperation with United Nations agencies, local reconciliation and social cohesion through community-based social and economic recovery in the area of operations;

Human rights and the rule of law

(i) Contribute to the promotion and protection of human rights by monitoring, documenting and reporting on violations in eastern Chad and the north-eastern Central African Republic;

(j) Conduct preliminary investigations in cases of major human rights violations in eastern Chad and the north-eastern Central African Republic, with particular attention to sexual and gender-based violence, and recommend corrective action to relevant actors;

(k) Support, within its capabilities, efforts aimed at strengthening the capacity of local authorities and civil society through training in international human rights standards;

(l) Assist the Government in the promotion of the rule of law, including through support for an independent judiciary and a strengthened legal system in close coordination with United Nations agencies.

C. Area of operations

37. The area of operations of the mission would be eastern Chad, specifically the Ennedi Est department and the Wadi Fira, Ouaddai and Salamat regions, and the north-eastern Central African Republic, including the Vakaga prefecture and the north-eastern part of Haute-Kotto prefecture.

D. Mission structure

38. The United Nations-authorized presence in Chad and the Central African Republic would be a multidimensional operation comprising a range of components, including the special Chadian law enforcement element, United Nations elements, comprising police, substantive and Mission support staff, and the military force made up of European Union troops. The overall presence would be coordinated by a United Nations-appointed head of mission, who would serve as my Special Representative for Chad and be responsible for coordinating the peacekeeping mandate in the north-eastern Central African Republic. In this regard, my Special Representative would have authority over all United Nations entities in the field, providing overall management and policy guidance and coordinating all United Nations activities throughout the area of operations, in accordance with established United Nations policy.

39. My Special Representative and a small number of key staff would be based at the mission's headquarters in N'Djamena. This group would include military and police liaison officers to carry out critical liaison with the European Union force and

Chadian police and gendarmes operating within the framework of the United Nations-mandated activities.

40. The majority of mission personnel, including the Deputy Special Representative of the Secretary-General, would be based in eastern Chad. In this regard, a forward headquarters would be established in Abéché; it would include a dedicated coordination mechanism, staffed by United Nations civilian, military and police personnel, Chadian police and gendarme personnel and liaison officers from the European Union force.

41. In order to cover the large territory in eastern Chad, three multidimensional field offices would be established, in Iriba, Farchana and Goz Beida, each with a dedicated liaison capacity. With regard to the Central African Republic, a liaison office in Bangui would be established and would work closely with BONUCA, with a forward office in Birao.

42. The United Nations Resident/Humanitarian Coordinator for Chad would be a member of the mission's senior management team, while retaining, in accordance with standard practice, his or her reporting lines to the Emergency Relief Coordinator and the United Nations Development Programme Administrator.

E. Component activities

Political and civil affairs

43. A small political component would provide support and advice to the Special Representative of the Secretary-General in the performance of his or her tasks and would monitor and provide analysis on major political, security and administrative developments. This component would also be responsible for reporting to United Nations Headquarters.

44. A civil affairs component would liaise with local authorities and civil society in the areas of deployment, to ensure a constructive relationship between stakeholders and the United Nations-mandated presence, including through exchange of information, confidence-building and community projects. Civil affairs officers would also promote and support good governance and reconciliation initiatives and would coordinate this work with the United Nations country team and other international stakeholders. The civil affairs component would focus primarily on field locations in eastern Chad and the north-eastern Central African Republic; it would also have a liaison presence in N'Djamena and Bangui.

Military

45. Without prejudice to the final planning that would be conducted by the United Nations and the European Union, the military component of the multidimensional international presence would adopt the broad concept and contain the capabilities set out below, in order to perform the tasks described above.

46. In eastern Chad, the military component would assist in protecting civilians at risk, facilitate the delivery of humanitarian relief and seek through its presence to reduce tension and deter conflict, with a view to establishing a more secure environment in its area of deployment. The force would provide security coverage for United Nations personnel deployed in the area of operation, including civilian

staff and United Nations police elements, with an initial focus on the Dar Sila department of south-eastern Chad. In the Central African Republic, the military component would also play a significant role in deterring the movement of armed groups between the Sudan and Chad through the Central African Republic.

47. To perform the tasks described above, a framework of infantry battalion groups would be deployed to provide a robust and effective presence on the ground by conducting land and air patrols, in the daytime and at night, in order to reassure the civilian population and deter attacks against them. The provision of wide-area security would also help expand the zone in which humanitarian actors could safely operate.

48. The force should possess ground elements capable of long-range patrols. The battalion groups and their supporting aviation should be equipped for night operations. In order to identify emerging threats, the force should also possess or be supported by the necessary surveillance and reconnaissance capabilities. To achieve an early effect on the ground, the rapid deployment of a significant military element with engineer, medical support and other enabling capabilities would be required, initially in the areas containing a large presence of vulnerable populations.

49. The force should be authorized to take necessary action, supported by appropriate rules of engagement, and be equipped to respond robustly to any hostile action and to undertake deterrent and protection operations.

50. The force element would be headquartered, or have at least a coordination and liaison office, in N'Djamena, while its military operations would be controlled from a forward operational headquarters in Abéché co-located with the United Nations forward Headquarters to ensure full coordination and maximize the integration of operations. Three sectors, also co-located with the United Nations, would preferably be established in eastern Chad, with headquarters in Iriba, Farchana and Goz Beida; and one sector would be established in the north-eastern Central African Republic, with its headquarters in Birao.

51. In addition to military advisers who would be based in N'Djamena to support the Special Representative of the Secretary-General, military coordination and liaison officers would be deployed to Brussels, and also to the operational headquarters of the European Union military component, to ensure effective cooperation with the European Union force.

52. Static protection for United Nations facilities, as well as a certain number of dedicated military support units, will be an essential aspect of the military deployment. These could be provided by the self-sustaining units of the European Union military presence, if the force co-locates with United Nations elements. Any alternative would have financial and operational implications for the United Nations deployment.

53. Military liaison with all relevant stakeholders, especially the armed forces of Chad and the Central African Republic, would be critical to ensure an understanding of, and respect for, the character of the force operating under United Nations mandate. Close liaison with AMIS, the future hybrid operation and the CEN-SAD observation elements should also be established for exchange of information on potential threats developing on either side of the border, in order to provide early warning.

Police

54. The overall objective of the police component of the United Nations-mandated presence would be to enhance the capabilities of Chadian police and gendarmes to provide effective police service to the populations in eastern Chad affected by the crisis, in particular refugees, internally displaced persons and the local population, as well as humanitarian workers.

55. Building on the experience gained by the Government of Chad and UNHCR, the United Nations would assist the Government in establishing a special law enforcement element dedicated exclusively to maintaining law and order in refugee camps and associated areas. This proposed element could be known as the Police tchadienne pour la protection humanitaire and would be composed of approximately 850 Chadian police and gendarmes who would be selected, trained, advised, mentored and monitored by United Nations police. Members of the service would be distinguished from other national police personnel by a special uniform and accoutrements.

56. A memorandum of understanding between the United Nations and the Government of Chad would clearly delineate the law enforcement responsibilities of the Chadian element and the monitoring, advisory and support role of the United Nations.

57. The Government of Chad would nominate candidates from its national police and national gendarmerie for service in the new unit. The United Nations would evaluate those candidates against criteria to be agreed in the memorandum of understanding and would have final authority over the selection. The United Nations would also establish accountability mechanisms according to internationally accepted standards.

58. It is envisaged that the current arrangement in place between the Government of Chad and UNHCR would eventually be replaced by the new proposal described in the present report. Service in the UNHCR programme will be taken into consideration when candidates are screened by the United Nations.

59. Selected candidates would undergo comprehensive predeployment training to upgrade their police expertise, acquaint them with the special needs of the affected populations and ensure that they understand their responsibility to respect internationally accepted criminal justice and human rights norms and standards.

60. The United Nations would provide, directly or through international partners, a broad range of support for the special national police element, including by upgrading or refurbishing essential facilities in affected areas and by providing basic accommodation, rations, vehicles and communications equipment required for the new police entity to perform its functions. In addition, the United Nations would facilitate, through collaboration with bilateral and multilateral donors, the provision of basic police equipment, such as sidearms, uniforms, boots, belts, handcuffs and batons. Members of the national element would also receive a stipend, based on local scales and paid by the United Nations for the duration of their service in this special unit. The mission would also provide assistance to Chadian law enforcement agencies and ministries to allow them to build administrative and other capacities necessary to support the special gendarmes elements.

61. A United Nations police component would comprise up to 300 officers who would focus primarily on training, mentoring and advising members of the Police tchadienne pour la protection humanitaire, and monitor their performance to ensure that they adhere to national law and internationally recognized criminal justice norms and standards. The United Nations would have the authority to remove from the programme any member of the new police corps whose performance was considered unsatisfactory.

62. There may also be a requirement for the United Nations to directly support Chadian capacity to maintain public order in the areas described below. This requirement could be addressed through the deployment of a number of United Nations formed police units. In addition, a robust air mobility capacity would be required for police operations.

63. Once deployed, the special Chadian element would assume exclusive law enforcement responsibility in carefully defined jurisdictions, centred on refugee camps and surrounding concentrations of internally displaced persons and associated towns. Responsibilities would include patrolling, investigation of criminal activity and arrest of offenders. Its jurisdictions would include refugee camps and their surrounding areas (a radius of approximately 10 kilometres will be envisaged); the key towns that serve as bases for humanitarian agencies and are closely associated with the relief effort (at present such towns are almost completely neglected by national law enforcement); humanitarian access routes between towns and camps; and areas hosting internally displaced populations.

64. There would be six special jurisdiction operational zones in which the Chadian element would function: Abéché (the largest town in eastern Chad, which serves as the headquarters for the humanitarian effort) and the five key towns associated with the refugee camps — Bahai, Iriba, Guéréda, Farchana and Goz Beida. These zones and the responsibilities of the national police element would be clearly defined in the memorandum of understanding. Existing national agencies would retain law enforcement responsibility in the affected region outside the areas of jurisdiction of the special element.

65. The commissioner of the United Nations police component and a small command group would direct the police activity of the mission from the United Nations headquarters in N'Djamena. The induction of international personnel and the selection and training of national personnel for the Chadian element would also be conducted in the capital. The main centre for operations, administration and logistics would be the United Nations operational headquarters in Abéché.

66. The Chadian element would be centred on six operational commands, called stations, which would be located in the key towns: Abéché, Bahai, Farchana, Goz Beida, Guéréda and Iriba. The stations would have responsibility for policing key towns, patrolling humanitarian access routes between key towns and refugee camps and providing security for humanitarian staff and facilities. Corresponding to the 12 UNHCR-run refugee camps in eastern Chad, 12 special Chadian-element police posts would report to the stations. The United Nations standing police capacity would be responsible for the start-up of the United Nations police component of the Mission.

67. This police concept could be implemented only in combination with a military presence, which would provide the wide-area security required by all aspects of the United Nations-mandated mission.

68. In the Central African Republic, a police liaison presence would be deployed to Bangui, to provide a link to key stakeholders, including the Government, BONUCA and international agencies.

Human rights

69. The human rights component would carry out human rights monitoring, investigation, reporting and training activities. Particular attention would be paid to the identification of violators of human rights and to the thematic areas of sexual violence and child protection. Human rights officers would be deployed throughout the mission area and work in close collaboration with other components, including military, police, judicial, corrections and other civilian components, as well as United Nations agencies, funds and programmes and other humanitarian actors on the ground to proactively identify potential threats to the civilian population. Human rights officers would also participate in joint analysis with other components of the Mission in order to help establish operational priorities. Regular public reports on the human rights situation in the mandated areas of deployment would be issued, with specific recommendations for corrective action by relevant actors.

70. The human rights component would also work in collaboration with the United Nations country team and other actors on activities aimed at strengthening the promotion and protection of human rights. Particular attention would be given to working jointly with the police component of the international multidimensional presence to promote adherence to human rights principles and practices of democratic policing by the Police tchadienne pour la protection humanitaire. This would include ensuring that human rights considerations are reflected in the screening and selection of the Chadian gendarmes for that police corps and integrated into training and sensitization programmes for the national police and gendarmes.

Rule of law

71. The rule of law component would work closely with all stakeholders to support the strengthening of essential legislative, judicial and correctional institutions by providing offices, advice and technical assistance. The component would support national actors in strengthening the independence, impartiality and efficiency of the judiciary and enhance the fairness and effectiveness of the legal system in accordance with national legal traditions and cultures and international norms.

72. If the breakdown in law and order and the culture of impunity in eastern Chad are to be addressed effectively, the formal justice system and the prison system must both be strengthened. A complement of up to 25 seconded corrections officers and an appropriate number of judicial officers would be required to advise and support Chadian authorities to that end. Those officers would be deployed to the same key towns as the United Nations police component. The mission would also coordinate its activities with ongoing programmes aimed at improving access to justice that the Government is implementing with the support of the United Nations country team and the European Commission.

Humanitarian liaison and coordination

73. Ongoing humanitarian operations in Chad and the Central African Republic would continue to be coordinated by the respective United Nations Humanitarian Coordinators. While this activity would take place separately from the work of the mission, the Humanitarian Coordinators would advise the head of mission on humanitarian matters in the mission area and would participate in the mission's senior management to that end. In addition, a number of humanitarian liaison officers would be deployed as part of the mission, to be based primarily in eastern Chad and the north-eastern Central African Republic, to ensure appropriate liaison between the mission, the United Nations country teams and the broader humanitarian community in those areas.

Public information

74. As I indicated in my last report, an effective public information component would be crucial to ensure widespread understanding of the purpose, objectives and activities of the mission. This would be accomplished through the wide dissemination of messages describing the work of the mission, which would target the populations living in the border areas covered by the mission, as well as key stakeholders, including specific communities in the area of operations and the national armed forces. The public information component would also develop and disseminate messages focusing on reconciliation and the importance of peace and stability. To accomplish these tasks, the component should have a capacity for public outreach and media relations and for print and radio production.

Gender

75. In accordance with Security Council resolution 1325 (2000), the mission would ensure that gender is mainstreamed in all aspects of its work. A key objective would be to facilitate capacity-building support for both uniformed and civilian elements in the Mission on gender-mainstreaming strategies. Technical support and advice would be provided to all Mission components so that they could respond adequately to the identified priorities of women and girls in the sectors of security, protection and human rights.

76. Working in collaboration with the human rights component, the gender component would develop a gender action plan specifically targeted at eastern Chad and the north-eastern Central African Republic. The plan would focus on prevention and response measures to address the high rate of reported incidents of sexual and gender-based violence against the civilian population, including refugees and internally displaced persons. Addressing HIV/AIDS prevention would also be emphasized.

Conduct and discipline

77. A personnel conduct and discipline unit would be established within the mission to support my Special Representative in developing strategies and mechanisms to prevent, identify and respond to all forms of misconduct, including sexual exploitation and abuse. The unit would work in collaboration with other components and offices of the mission to put in place awareness-raising and training activities to prevent misconduct, establish networks of focal points to receive complaints and establish related data-management and monitoring systems required

to carry out this work. The mission would also establish capacity for the investigation of allegations of misconduct in accordance with established rules and procedures.

HIV/AIDS

78. As reflected in my last report, HIV prevalence in both Chad and the Central African Republic is high. Further to Security Council resolution 1308 (2000), the mission would provide ongoing HIV/AIDS awareness and sensitization programmes for all mission personnel, uniformed and civilian, including access to voluntary HIV counselling and testing in all areas of deployment. The HIV unit would collaborate with the United Nations country teams and civil society organizations to integrate HIV concerns into the mandate of the mission, in particular the need to protect vulnerable populations from sexual and gender-based violence and to raise HIV awareness among refugees and internally displaced persons.

Staff safety and security

79. In the light of the complex requirements for staff security in the mission area, particularly in eastern Chad, a staff security coordination mechanism would be established in eastern Chad to ensure cooperation among organizations with security capacities in order to promote the existence of a safe and secure environment for mandate implementation and programme delivery activities. This mechanism would be essential, given the current United Nations security phase III and IV environment, and the different regional security requirements and threats. In the Central African Republic, existing staff safety and security mechanisms would be augmented in the north-eastern part of the country, in anticipation of an increase in personnel in that region.

Mine action

80. Although it is estimated that the landmine threat is fairly low in eastern Chad, and particularly along the border with the Central African Republic, the confirmed presence of explosive remnants of war poses the threat that landmines could disrupt the activities of the mission. In this regard, a mine action unit would assess and verify all routes to be used by the mission, the United Nations and the humanitarian agencies as safe for traffic. There would be a requirement to deploy a mine survey and explosive ordnance disposal capacity (two teams) to undertake the initial clearance work required to support the work of the Mission.

Mission support

81. The mission support component of the United Nations presence would establish, operate and maintain the infrastructure, essential communications, mobility and sustainment capabilities required by the United Nations operation to carry out its responsibilities. The landlocked nature of both Chad and the Central African Republic, as well as their harsh environmental conditions, scarcity of resources and minimal infrastructure, would considerably complicate the deployment of the United Nations. Considering, in addition, the number of humanitarian personnel operating in eastern Chad, there is a clear risk of exhausting currently available natural resources. Any deployment would therefore need to be closely coordinated with the European Union security presence, the United Nations

country teams and other stakeholders working in the areas concerned to assess its impact on the local communities.

82. At the start-up of the mission, there will be substantial requirements for the establishment of work areas, living space, information technology and security arrangements. The expeditious establishment of these facilities will likely require significant use of a multi-purpose logistics support capability, ideally provided on a bilateral basis by a single donor, while United Nations commercial contracts would be procured for longer-term mission sustainment. Support for United Nations police and military formed units operating outside of N'Djamena would follow United Nations standards for self-sustainment. Chadian gendarmes and police under the special-elements programme would be sustained through separate arrangements.

83. Logistical support would optimally be channelled into Chad and the Central African Republic through the two main corridors: from Douala in Cameroon and, to a limited extent, from Benghazi in the Libyan Arab Jamahiriya. In addition, it is important to stress that the rainy season in the area of operations will limit the possibility of bringing in required equipment by road. In this regard, the early pre-positioning of strategic deployment stocks to N'Djamena would be essential.

V. Observations and recommendations

84. The humanitarian situation in eastern Chad and the north-eastern Central African Republic has shown no signs of improving since the issuance of my last report. In addition to the 236,000 refugees and 170,000 internally displaced persons in eastern Chad, there are also an estimated 700,000 people in host communities who are directly affected by instability and sporadic violence in the region. In the Central African Republic the sudden influx of Sudanese refugees into the Vakaga prefecture in early May provided a clear and unsettling illustration of the instability in that remote section of the country. In these circumstances it is more important than ever to address the insecurity that has forced so many people in these border areas to flee their homes in fear for their lives.

85. The revised concept for an international multidimensional presence described in the present report represents a unique opportunity to improve the security of those civilian populations and to contribute to the creation of an environment where humanitarian organizations can carry out their critical work.

86. The revised concept also addresses the misgivings of the Chadian authorities with regard to the presence of a United Nations military component in the eastern part of the country, without sacrificing the fundamental requirement for a military deployment to provide the wide-area security that is required to protect the civilian population and to allow the police and other elements of an international presence to effectively perform their tasks.

87. For this new approach to be developed successfully, the United Nations, the European Union and the Chadian authorities will have to coordinate very closely, beginning in the planning stages. To that end, regular and informal working-level contacts have been initiated between the Department of Peacekeeping Operations and European Union planners. Subject to the decision of the Security Council, this cooperation would have to intensify in order to ensure compatibility of approach, since the European Union military component would have to be designed to take

into account police, mission support and civilian aspects of the United Nations multidimensional presence.

88. Collaboration with Chadian authorities will also be essential. In this context, the Department of Peacekeeping Operations has dispatched personnel from its standing police capacity team to N'Djamena for further discussions with their Chadian counterparts.

89. Should the proposals contained in the present report be approved, it would be extremely important to make provisions for robust and effective liaison and coordination mechanisms in N'Djamena and Abéché, and also in New York and Brussels, as appropriate. In Chad, these coordination mechanisms would be supported logistically by the United Nations so that the multidimensional United Nations presence, the European Union force and the special Chadian law enforcement unit of gendarmes work together smoothly.

90. The proposals made in the present report should also be seen in the context of rapidly evolving events in Darfur, and in particular the acceptance by the Government of the Sudan of the heavy support package and the African Union/United Nations hybrid operation. In this regard, I welcome Security Council resolution 1769 (2007) and would like to reaffirm my intention to move expeditiously with its implementation. The two deployments — one in Darfur and the other in eastern Chad and the north-eastern Central African Republic — would have a material impact on the security situation in the region, which would have to be considered and monitored closely. Progress on the political track in Darfur will also have an impact, since it would likely lead to increased stability in Darfur and the possibility of an eventual return home of Sudanese refugees currently in Chad and the Central African Republic.

91. The deployment of a United Nations-mandated multidimensional international presence in eastern Chad and the north-eastern Central African Republic could have a significant positive impact on the security situation there. It is nevertheless important to stress that, as in the Sudan, a lasting solution to the crises in the region can be achieved only through political agreements. Such agreements are possible only if the leaders and Governments of those three countries marshal the political will to engage in serious dialogue and provide an opportunity for legitimate grievances to be addressed. As I stressed in S/2007/97, the international community has a central role to play in emphasizing that lasting peace will be achieved only through dialogue and reconciliation.

92. Even as these efforts are pursued, all possible steps should be taken to protect refugees, internally displaced persons and host communities from the violence and victimization that threaten them daily. In this regard, I recommend that the Security Council signal its intention to authorize the establishment of the proposed multidimensional presence in eastern Chad and the north-eastern Central African Republic, along the lines envisaged in the present report. In the meantime, United Nations and European Union planning would be taken forward with a view to providing the Council with specific details of the proposed international multidimensional presence in the coming weeks.